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ABSTRACT

If the policy-making board is to take its proper place in restructuring education to provide maximum learning for individuals, they must provide the climate and resources that assist two-year colleges to develop educational programs that assist citizens to identify and prepare for change. The board members should routinely be in touch with community needs data and statistics on enrollments, program completions, dropouts and transfers. They need to be aware of and in agreement with institutional philosophy and educational goals in order to establish priorities in curricular areas. Beyond understanding the importance of faculty development programs and their relation to improved education for students, trustees need an awareness of the process for developing in-service programs for full- and particularly for part-time faculty, and for evaluating program success. Even though trustees may not be involved in implementing educational innovations, they must be aware of and able to interpret trends such as individualized programs, competency-based education, open-entry/open-exit curriculum, improved articulation programs and lifelong learning. Finally, trustees must assist in setting up a mechanism that will provide data for accountability, including studies of cost benefit, cost effectiveness, graduate and completer success and needs analysis. (AYC)

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THE TRUSTEE AND INSTRUCTIONAL PROGRAMS

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Dedicated to a devoted trustee:

Portia Goode, Grossmont Community College

JC 780 406

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January 1, 1978

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INTRODUCTION - THE TRUSTEE AND INSTRUCTIONAL PROGRAMS

"American higher education has worked hard for the past quarter of a century to achieve educational opportunity for all. It looks very much as though we shall spend the remaining years of this century working to achieve education for each. The problems of attaining minimal educational rights for everyone having been so consuming that we have not given full attention to the greater challenge of designing educational experiences that will provide maximum learning for individuals." (Cross, 1976, p. 28).

Although the above challenge to our educational structure is aimed at professional educators, it also has meaning for the policy-making, governing boards of trustees. The importance of the policy-making board in restructuring education is also emphasized by Alexander M. Mood in his book, The Future of Higher Education: "Another possible strategy for changing higher education is to drag it, kicking and screaming, by the budget. This strategy may have more promise than the financial carrot strategy, but to be effective a great burden must be assumed by legislators, regents, and trustees." (Mood, 1973, p. 99).

Dr. Mood states, "If policy-makers are to bring about change by close control of the budget, then they must get very deeply into educational policy, curriculum matters, and even teaching methodology." (Mood, 1973, p. 100).

Louis H. Heilbron in his book The College and University Trustee gives trustee's guidelines on improvement and innovations in instruction. Heibron states, "The trustees should encourage administration and faculty to provide innovations in admissions, degree requirements, acceleration of the period to obtain a degree, independent study, continuing education methods of instruction and work study, and use of technological aids that will motivate and challenge students of diverse backgrounds to do quality work in higher education. Trustees can be helpful in reviewing proposals, inquiring about recent innovations in their own and in other institutions, supporting requests for appropriations for development of programs, authorizing pilot projects, requiring and evaluating of periodic in-depth progress reports and insisting that the human element control the machine." (Heilbron, 1973, p. 95).

This monograph is intended to assist boards of trustees in:

* evaluating their effect on academic change;
* understanding faculty development programs and the relation of faculty development programs to improved education for students;
* interpreting current educational innovations;
* describing methods of achieving accountability for academic programs
* defining current academic jargon.

BOARDS OF TRUSTEES AND CHANGE

The 1973 Carnegie Report on Governance of Higher Education describes the one function of a board. "It is an agent of change, in what is historically a conservative institution, deciding what changes would be permitted and what changes should be encouraged and when." (Mood, 1973, p. 20). The great period of modernization a century ago took place under the supervision and with the concurrence of the then existing boards; so have other major changes since that time. Historic data on change places the existing boards in the spotlight of providing the climate for change. Boards must know their community and its changing social environments. Current board policies and procedures, in many cases, are not relevant to modern community needs. Boards must also investigate the nature of two-year postsecondary institutions, the broader concept of college education, and the implications of academic programs to their community as they provide leadership for change.

Facts regarding academic programs that should routinely be requested by the board are: an analysis of community needs for all programs, statistics regarding the number of completers or graduates, placement statistics regarding graduates and completers, number of students currently enrolled by program, dropout figures from each program and an analysis of employer satisfaction with graduates or completers. In the case of transfer programs boards of trustees should request research that identifies the number of students that transfer, the four-year institutions attended by graduates and the attitude of the instructors at the four-year institutions regarding the academic preparation of transfer students. The graduates' perception of adequate preparation to enter a four-year institution should also become a part of these studies. The above data presented in layman's language will provide trustees a basis for sound judgment as to the worth of academic programs and a data base from which decisions can be made.

Where do we go from here? How do we learn about educational programs and the policies associated with curriculum decisions? The first step, must be examination and clarification of institutional goals, objectives and philosophy specifically including or re-emphasizing the commitment by the Board of Trustees of each institution to educational programs.

GOALS, OBJECTIVES AND PHILOSOPHY

The philosophy of Central Piedmont Community College in Charlotte, North Carolina, states "Central Piedmont Community College is committed to the concept that, given enough time, most students can accomplish any learning task. This is based on the concept that students basically differ in their rates of learning rather than their ability to learn. This commitment carries with it a resolve that the college must have as a major objective the provision of ample opportunities for students to learn at varying rates. It also implies a belief in the concept of individualized control of the rate of learning. The trustees and staff of the college are dedicated to the task of creating the environment for learning which is defined in the above statements of philosophy, objectives and policy." (Central Piedmont General Catalog, p. 6).

What a challenge this philosophy poses for an educational institution and its governing board! Does this commitment to educational competency prove to be more costly than traditional methods? I think not. It can be argued that an institution that fails the lowest and bores the top students is the most costly of all. How can this commitment to education for each be extended to more educational institutions?

Since the age of rapid growth of community colleges has come to an end, at least for the moment, the philosophy, goals, and objectives for most institutions has been developed. It is important that board members both know and support the philosophy, goals, and objectives of their institution. When trustees actually understand and agree with the institution's philosophy and goals, then they can participate in establishing priorities to meet the stated philosophy, objectives, and goals.

In identifying priorities in the curricular areas, trustees should first ask if the programs and curricula increase the institution's support with constituents and community? Are the programs realistic? Are graduates accepted by four-year institutions and employers? And do programs reflect current community needs as well as long range needs?

In dealing with the issue of curricula, Louis H. Heilbron in his book, The College and University Trustee, stresses that curriculum decisions, as made by the board, should relate to educational goals and not to the content of any specific course. However, it is not inappropriate for boards to establish policies that define the standards and established procedures by which a course is added or deleted at their institution. (Heilbron, 1973, p. 78)

Trustees must act constructively, imaginatively and exhibit sensitivity in dealing with curriculum matters. One way to encourage and support innovations in the curricula area is with in-service training for the entire staff.

PROFESSIONAL DEVELOPMENT PROGRAMS

The current lack of mobility of teachers and administrators makes it even more important to consider the problem of up-grading, retrenching and on-going education of the current staff in any institution. Assisting faculty to be aware of current changes in business and industry is usually accomplished by encouraging faculty to obtain summer positions in industry, to attend academic conferences, and to maintain an active advisory committee. These types of activites are usually well supported by faculty and in many cases are paid for by the institution. However, of equal importance are the knowledge of new instructional techniques, the ability to operate the necessary hardware, the development of the necessary software, and the management of instructional systems needed to fully utilize these new techniques. A climate that encourages faculty to utilize new instructional techniques and evaluate the results must be addressed in a positive manner through trustee support for in-service training.

Walter Thompson, President of the Board of Trustees of Ohlone Community College, Fremont-Newark District in his article "Promoting Professional Developing of Staff" (1973) emphasizes that teachers born in the 40's; educated in the 60's; teaching in the 70's are experiencing the rapid expanding knowledge shock described in Future Shock. Some subject matter is changing rapidly but even in areas where this is not a major problem, new methods of teaching, counseling and administration are being developed and must be communicated to the staff at community colleges.

All professional development programs should be related to specific goals, objectives and needs, both short range and long range, of the college. The outcome of any professional development program is to improve service to the student, whether this be instructing, counseling, or administering; and these factors should be considered when developing long range goals and objectives for faculty development programs.

Some very hard questions regarding the implementing of faculty programs are: How much money can we realistically afford for our program this year? Future years? How will we know the money is well spent? What process will be used to determine if projects undertaken are making any difference? How should differences of priorities between projects be resolved? Should administrators be eligible? If so, should a separate policy be established for them, or included within a faculty program? If salary schedules are based upon advanced degrees, are employees returning to graduate school eligible for sabbatical leaves? Upon completion of a sabbatical, or extended leave of any type, how long should an employee be required to remain at your college? How do you insure that period of service? These questions are not all inclusive.

With funding becoming an increasingly important consideration, professional development funds have in many cases been the first to be cut. This may prove an unproductive way to achieve a balanced budget. In many ways professional development may work to unite the staff of an institution into viewing other ways of saving money rather than cutting the professional development funds.

PROCESS FOR DEVELOPING IN-SERVICE PROGRAMS

Many institutions have successfully established peer committees to receive proposals for staff development. These committees working a year ahead, send their recommendations to the administration and notify the individual or individuals concerned. As the budget is developed, full or partial funding for the proposal is then established. This provides open communications, understanding and a type of on-going staff development that establishes staff development as an essential part of the institution's budget. This process also involves the faculty in determining their own needs and assisting their peers in growth.

Options available for professional development include peer group instruction, problem-solving task forces, change teams, team teaching, special projects, external observation and instructional exchange programs. These projects should be evaluated, and the evaluation might include some of the following questions:

* How well have the project objectives been met?
* Does the project meet the needs it was intended to meet?
* How is the program perceived by peers and administrators?
* Can others benefit from the experience?
* What is required for widespread dissemination of information or implementation of the results?
* Has a report been filed on the project?

The answers to these questions should be part of a final report to the staff, administration, and board.

Some institutions have hired an educational development officer who offers knowledge, support and assistance to faculty in the area of improving the delivery systems for their curriculum. This individual, depending on the size of the institution, also has support of secretaries, graphic artists, photographers and television operators who work with faculty to implement these new educational delivery systems.

Another way of achieving an atmosphere that encourages innovative ideas is to provide the services of a consultant who works with self-selected faculty, staff and administrators to develop courses, policies and procedures. The use of a consultant in a continuing program might be most appropriate for smaller institutions.

Professional development, in-service programs, faculty development programs or whatever they are called should be continuous and should be scheduled throughout the academic year. In-service training should include different formats, one day workshops, two hour sessions, short courses, and one to one consultation providing a variety of choices for faculty and allowing them flexibility. Results are best when in-service training is voluntary. Some encouragement and incentives might improve attendance. Establishing a framework for in-service training will go a long way toward demonstrating support and providing assistance to faculty in the area of curriculum development.

IN-SERVICE AND PART-TIME FACULTY

Part-time faculty comprise approximately one-fourth to one-half of the total number of faculty in most institutions and the duties of these part-time faculty include: advising, teaching, counseling, and providing support services for evening colleges. In most cases, few if any of these part-time faculty members have received orientation to the college philosophy, goals, policies or procedures. Most in-service programs do not include part-time faculty. It therefore seems apparent that a commitment to developing in-service programs for part-time faculty needs to be made. Specifically, these planned programs should describe the structure of community colleges and the unique needs and characteristics of the student populations served by the two-year institutions as well as some introductions into multi-strategy instructional techniques. Part-time faculty in many institutions have contacts with a large number of part-time students. Excluding part-time faculty and staff from development activities may well be providing for a large dose of misinformation, miserable instruction and student frustration which then causes the student to terminate their education. "Good teachers cost more, poor teachers cost most." (Anon. Quotable Quotes on Education).

EVALUATION AND REWARDS

An evaluation of professional development projects should reflect the achievement of the stated goals of the project. A word of warning is appropriate. Not all innovations will achieve the expected goals. Therefore, policies and procedures must be developed which take into account the possibility of failure or no amount of support systems, educational programs or innovative consultants will encourage faculty to investigate, evaluate and adapt new instructional delivery systems.

To develop an atmosphere of support for implementing new instructional techniques, in-service training cannot stand alone. A reward system that includes release time to develop software, paraprofessional assistance, as well as support from administration must be established. The reward system may also include attendance at conferences, meetings, and visitations to other institutions.

Faculty must be committed and be the primary developer of new instructional techniques. However, administrative policies which allow individuals to develop innovative teaching/learning strategies without fear of reprisals and which provides support in the form of materials and staff to implement these ideas are equally important.

EDUCATIONAL INNOVATIONS

While trustees are not involved in the direct implementation of academic programs, they should be aware of current trends. When innovations are implemented there are also considerations in state funding, community involvement, and advisory committees. Often there are questions from parents and students regarding new and proposed projects. Trustee awareness allows them to act as proponents and supporters of these ideas.

The educational upheavals of the seventies brought response from educators focusing attention on individualized programs, competency-based education, open entry/open exit curriculum, improved articulation throughout the educational ladder, continuing education and life long learning. While these topics in no way cover all changes in educational programs, it might be well to examine these in depth.

Individualized instruction is not students working in isolation with a book. It is the systematic development of course objectives through a variety of instructional methods. The course content may be presented through a combination of audio-tapes, video-tapes, film strips, small group discussions, large group lectures, laboratory experiments, programmed texts, and one to one conferences. Faculty developing a curriculum for individualized instruction need hardware, software and most important, assistance in designing and implementing the entire system.

An individualized system must match the learner and the teaching strategy. Recent interest in using cognitive mapping tests as a method of identifying student learning styles has proven effective.

The effort to identify needed skills and design and implement competency-based curriculum which evaluates the attainment of these skills has gained momentum in the past years. A curriculum designed around competencies would consist of four basic elements: first, an overall statement of competencies to be acquired for successful completion of the program; second, a set of evaluative criteria for each competency which defines the proficiency levels required for successful attainment; third, a set of experiences designed to assist the student in attaining the required competencies, and fourth; tests which evaluate knowledge performance, or products using a statement of the quality needed for a satisfactory attainment of each competency.

The adoption of competency based curriculum by an institution in one or more academic areas implies the financial assistance to develop the necessary support systems. These systems include library, learning laboratories, equipment, staff and materials.

If students are to improve their proficiency, there must be some means to effectively diagnose their deficiencies. Once deficiencies are identified, a system to remedy these deficiencies and prepare appropriate material must be established. The material should be oriented toward varying student abilities, backgrounds and learning

styles. Further, a testing and grading system that reflects achievement of competencies is an important component especially for students in our grade oriented society. A grading or recording system must be devised which allows for individual progress but also respects faculty time and energy.

Competency-based education is important to employers and four-year institutions and instructors for it carefully defines what skills, attitudes, values and behaviors should be demonstrated by the graduates of two-year postsecondary institutions.

A commitment to competency-based curriculum is the first step in developing an institution which measures competencies as the means of obtaining a certificate or diploma instead of the traditional grades. Competency-based educational programs are fair to students and faculty alike because no one guesses what will be taught. Graduation competencies using this system are well laid out and understood by all.

A curriculum designed around competencies consists of at least three basic elements: first, an overall statement of competencies to be acquired for a successful completion of the program; second, a set of evaluation criteria and standards for each competency which define the scope and level of proficiency required for successful attainment; and third, a set of experiences designed to assist the student in attaining the required competencies.

Open entry/open exit programs are those designed to allow students to enroll, move through the curriculum at their own pace and leave at any date. These programs offer on-going education to individuals who must drop in and drop out of an educational program because of job stress, family responsibilities and financial consideration. Open entry/open exit curriculum also appeals to adults who have already attained competencies in specific areas and only want to update their skills. Record keeping problems by instructors and administrators as well as state funding formulas have not allowed much experimentation with this concept.

Articulation to and from two-year postsecondary institutions in some states has been mandated by state law. Projects to improve articulation are increasing. To adequately articulate a curriculum, from secondary to postsecondary as well as from two-year colleges to four-year institutions, each step of the educational ladder must specifically state what competencies allows the next program to expand on existing competencies. To fully articulate programs all segments of the educational ladder must communicate. Trustee support is a vital part in the implementation of articulation programs, particularly with four-year institutions. When four-year institutions refuse to accept two-year college trained individuals they are denying students the ability to expand their knowledge, as a life-long process, through formal education.

The concept of continuing education for life long learning is becoming more and more important in the age of expanding knowledge. However, support for this idea is decreasing if one looks at state funding formulas that have recently been applied to short courses. A commitment to the concept of life long learning by boards of trustees will go a long way in obtaining the necessary financial assistance to expand existing offerings.

ACCOUNTABILITY

Demands are being made by state legislatures, communities, employees, students, and the general public for colleges to become more accountable. These demands include justifying the relevance of the curriculum, evaluating placement of graduates or completers, defining the cost of new equipment and supplies, as well as explaining current budgetary needs.

For a board to be fully informed about new programs, the following information should be provided prior to adoption:

* Results of the community needs survey;
* Description of long and short range positions available for graduates;
* Analysis of compatability with existing programs;
* Description of faculty needed (part-time or full-time);
* Cost of equipment and supplies;
* Identification of courses for credit or non-credit;
* Identification of classrooms needed with cost analysis for classroom/laboratory specialized space, if appropriate;
* Identification of methods and procedures to evaluate the program.

While answers to the above questions are necessary in planning, these answers may vary. Each board must consider the institution, its philosophy, goals, and objectives in the decision-making process.

Existing programs should also be regularly evaluated by the board. The above questions are appropriate for existing programs. However, additional questions should be asked:

* Are follow-up studies of graduates being conducted?
* Are these studies evaluating the competencies a graduate needs to function effectively in his/her area of preparation?
* How many students complete or partially complete the program tives?
* What is the level of employer satisfaction?
* How many students are placed each year in the area in which they are trained?
* Are the findings of follow-up reports being used to improve instruction?

Many studies have been made in the United States regarding evaluation of graduates from two-year postsecondary institutions; beginning with the Knowell-Medsker study of student performance in 1964, to the Kintzer survey of articulation in 1972. However, these studies relate to grade point average and retention and do not relate to the academic competencies and skills provided by two-year postsecondary institutions. Some states and some two-year colleges have now begun these competency type evaluations.

Florida, as a result of a 1973 statute, has developed guidelines and is beginning to evaluate graduates and completers in competency-based terms. The data collected as a result of these evaluations will

form a viable basis of information on which to make relevant curriculum decisions. This data may be used not only to make recommendations to the board, but also as a basis for the board to ask informed questions.

Accountability in this context means that the administration and board of trustees are accountable to the community and students. They must accept the responsibility for an effective academic program, a well coordinated vocational and career program, and a community service program that implements the concept of life long learning. Planning a systematic evaluation of the achievements is the final step in becoming accountable.

The trustee involvement in instructional programs means policies based on data, well informed and expressed questions, as well as demonstrated support for faculty development.

RECOMMENDATIONS

Trustees must foster a climate that will encourage faculty to investigate and implement changing educational strategies. These strategies include use of radio, television, off-campus centers and multi-media educational programs providing education for each from age 17 to 70 and beyond. This type of educational environment will also provide the climate and resources that assist two-year postsecondary institutions to develop the type of educational programs that assist citizens to identify change and be prepared for these changes.

Trustees need to be aware of the current educational processes and their application at their institutions. The board must devote sufficient time to the policies that govern choices of programs to insure the offerings are meeting the needs of their community.

Above all, trustees must assist in setting up a mechanism that will provide data for accountability. These mechanisms include studies of cost benefit, cost effectiveness, graduate and completer success and needs analysis.

John Gardner states that pieces of the educational revolution are lying around us unassembled - it is up to you.

GLOSSARY OF TERMS

ACCOUNTABILITY - Liability for results which have been obtained through the responsive exercise of delegated authority.

ADVISORY COMMITTEE - A group of persons, usually outside the educational profession, chosen to advise regarding an educational program; does not have final decision making powers; offers advice to legally constituted administrative officials; used extensively in the cooperative extension service and in vocational education.

ARTICULATION - Organization of designed instruction and the interrelated services of the school system so as to facilitate the continuous and efficient progress of a student through the educational system.

COGNITIVE STYLE MAPPING - A series of attitudinal questions that gives a picture of the way a student derives meaning from his environment and helps faculty identify the most effective teaching style.

COMPETENCY BASED EDUCATION - Instruction that requires students to demonstrate in the classroom the kinds of skills, knowledge, and other abilities that are likely to be required of him at some later time in a later course, or on the job following graduation.

COMPLETERS - Students who complete sufficient core curriculum courses to enable them to obtain positions in the area for which they were trained.

COST BENEFIT - Analyses which provide the means for comparing the resources to be allocated to a specific program with the results likely to be obtained from it; or, analyses which provide the means for comparing the results likely to be obtained from the allocation of certain resources toward the achievement of alternative or completing objectives.

COST EFFECTIVENESS - Analysis designed to measure the extent to which resources allocated to a specific objective under each of several alternatives actually contribute to accomplishing that objective so that different ways of gaining the objective may be compared.

CRITERION TEST - An instrument used to measure the degree to which the output performance meets predetermined performance objectives.

DISADVANTAGED - People who because of ethnic, physical, emotional, social, economic or other reasons are unable to compete on a normal level within the context of an education institution.

FORMATIVE EVALUATION - An attempt to assess a program's effectiveness while the program is in progress.

INDIVIDUALIZED INSTRUCTION - A type of teaching/learning in which the teacher gives consideration to the individual learner; examples are:

a) guided independent study, which permits pupils at any grade level in any subject to work on their own at their own pace under the guidance of a teacher; b) diversified-activity individualization, which allows the pupil to repeat activities, using multiple materials or experiences until he demonstrates adequate mastery; c) creative-activity individualization which permits the pupil to engage in choice-making, in studying problems and to plan his own activities, choose between various approaches, and correlate results from other curriculum areas.

INSTRUCTIONAL STRATEGIES - The total plan for bringing resources to bear in the learning process. It includes choices about the broad methods of instruction such as lecture, case study, and so on, as well as more detailed structuring of the lesson presentation. The latter would include decisions about whether the material to be learned should be arranged for application of concepts, problem-solving exercises or perhaps making a fixed sequence of responses. It also includes the type of student grouping and selection of appropriate media.

LEARNING RESOURCE CENTER - A specially designed space containing a wide range of supplies and equipment for the use of individual pupils and/or small groups pursuing independent study; frequently provided are an open-stock library (including books and programmed materials), a variety of audiovisual equipment and supplies (including projectors and films, tape recorders and tapes, maps, globes and models) and spaces for individuals and small groups to study, preview films, and hold meetings.

MEASUREABLE OBJECTIVES - Goals that are stated in such a way that the achievement or non-achievement of each goal may be determined with a relative degree of precision by objective observation and measurement (also called criterion based objective).

PROGRAM OBJECTIVE - A precise statement expressed in operational terms which identifies the overall intent of a program.

MODULES - A unit composed of instructional objectives accompanied by specific directions for the learner on how to achieve these objectives

NEEDS ASSESSMENT - A continuous, formal process for identifying in what areas and by how much the present system is short of an ideal state.

OUTCOME MEASURES - Quantitative descriptions of results and findings.

PLANNING - The selection or identification of the overall, long-range goals, priorities and objectives of the organization and the formulation of various courses of action to be followed in working toward achieveing those goals, priorities and objectives.

PROGRAM - A group of related activities that operate together to accomplish common ends.

PROGRAM MEASURES - Quantitative indicators of the resources utilized, the activity levels generated, the groups that were served and benefited, the expenditures incurred, the revenues garnered and the outcomes achieved by a program.

SUMMATIVE EVALUATION - An attempt to assess a program's effectiveness after the termination of the project.

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